

STATE OF IOWA
PROPERTY ASSESSMENT APPEAL BOARD

Lakeside Plaza GF-LLC (Silvercrest Garner Farms),

Appellant,

v.

City of Davenport Board of Review,

Appellee.

ORDER

Docket Nos. 13-103-1004 thru 1065

On June 3, 2014, the above-captioned appeals came on for hearing before the Iowa Property Assessment Appeal Board. The appeals were conducted under Iowa Code section 441.37A(2)(a-b) and Iowa Administrative Code rules 701-71.21(1) et al. Appellant Lakeside Plaza GF-LLC (Silvercrest Garner Farms) was represented by CPA Deborah A. Davis of Strategic Tax Services, Chicago, Illinois, and submitted evidence in support of its appeals. The Board of Review was represented by attorney John E. Lande, Dickinson, Mackaman, Tyler & Hagen, P.C., Des Moines, Iowa and submitted evidence in support of its decisions. Evidence and testimony presented in Dockets 13-103-1006 through 1122 were incorporated into this record by agreement of the parties. The Appeal Board having reviewed the entire record, heard the testimony, and being fully advised, finds:

Findings of Fact

Lakeside Plaza GF-LLC (Silvercrest Garner Farms) is the owner of properties located at 1575 West 53rd Street, Davenport, Iowa, and appeals from the City of Davenport Board of Review decisions reassessing the subject properties. The properties, known collectively as Silvercrest Garner Farms, are within a one-story frame building with 33,544 square feet of gross area on a 4.03-acre site. Silvercrest Garner Farms consists of 62 residential, condominium units and common areas built in 1999. Silvercrest Garner Farms' units are used as senior, assisted living and memory care units. The

properties are part of a larger senior-housing campus that includes two additional buildings; a 57-unit independent living building, and a 24-unit independent living building built in phases between 1999 and 2007, which are all separately assessed and appealed.

The value of the land, common areas, and garages are apportioned to each condominium according to the fractional ownership recorded in the horizontal property regime. The units, ranging in size from 403 square-feet to 738 square-feet, have common ownership, are managed as a whole, are not offered for sale individually, and the residential units are rented exclusively to seniors. The units are collectively assessed at \$5,010,200, allocated \$795,600 to land value and \$4,214,600 to improvement value. The breakdown of the 2013 assessment information on each parcel is as follows:

Docket Number	Parcel Number	Unit #	TSFLA	Jan 1 Value	BOR Value	Appellant Value
13-103-1004	M1037A100	100	403	\$60,100.00	\$60,100.00	\$43,845.00
13-103-1005	M1037A101	101	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1006	M1037A102	102	773	\$115,400.00	\$115,400.00	\$84,177.00
13-103-1007	M1037A103	103	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1008	M1037A104	104	403	\$60,100.00	\$60,100.00	\$43,845.00
13-103-1009	M1037A106	106	403	\$60,100.00	\$60,100.00	\$43,845.00
13-103-1010	M1037A108	108	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1011	M1037A109	109	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1012	M1037A110	110	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1013	M1037A111	111	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1014	M1037A112	112	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1015	M1037A113	113	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1016	M1037A114	114	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1017	M1037A115	115	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1018	M1037A116	116	403	\$60,100.00	\$60,100.00	\$43,845.00
13-103-1019	M1037A127	127	403	\$60,100.00	\$60,100.00	\$43,845.00
13-103-1020	M1037A16	16	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1021	M1037A17	17	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1022	M1037A18	18	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1023	M1037A19	19	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1024	M1037A20	20	738	\$110,200.00	\$110,200.00	\$80,394.00
13-103-1025	M1037A22	22	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1026	M1037A23	23	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1027	M1037A24	24	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1028	M1037A25	25	522	\$78,000.00	\$78,000.00	\$56,886.00

Docket Number	Parcel Number	Unit #	TSFLA	Jan1Value	BOR Value	Appellant Value
13-103-1029	M1037A26	26	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1030	M1037A49	49	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1031	M1037A50	50	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1032	M1037A52	52	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1033	M1037A53	53	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1034	M1037A54	54	738	\$110,200.00	\$110,200.00	\$80,394.00
13-103-1035	M1037A56	56	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1036	M1037A57	57	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1037	M1037A58	58	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1038	M1037A59	59	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1039	M1037A60	60	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1040	M1037A61	61	403	\$60,100.00	\$60,100.00	\$43,845.00
13-103-1041	M1037A65	65	403	\$60,100.00	\$60,100.00	\$43,845.00
13-103-1042	M1037A66	66	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1043	M1037A67	67	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1044	M1037A69	69	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1045	M1037A70	70	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1046	M1037A71	71	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1047	M1037A72	72	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1048	M1037A73	73	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1049	M1037A74	74	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1050	M1037A76	76	403	\$60,100.00	\$60,100.00	\$43,845.00
13-103-1051	M1037A77	77	403	\$60,100.00	\$60,100.00	\$43,845.00
13-103-1052	M1037A78	78	773	\$115,400.00	\$115,400.00	\$84,177.00
13-103-1053	M1037A79	79	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1054	M1037A80	80	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1055	M1037A81	81	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1056	M1037A82	82	403	\$60,100.00	\$60,100.00	\$43,845.00
13-103-1057	M1037A84	84	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1058	M1037A85	85	738	\$110,200.00	\$110,200.00	\$80,394.00
13-103-1059	M1037A86	86	773	\$115,400.00	\$115,400.00	\$84,177.00
13-103-1060	M1037A88	88	773	\$115,400.00	\$115,400.00	\$84,177.00
13-103-1061	M1037A93	93	773	\$115,400.00	\$115,400.00	\$84,177.00
13-103-1062	M1037A94	94	773	\$115,400.00	\$115,400.00	\$84,177.00
13-103-1063	M1037A95	95	738	\$110,200.00	\$110,200.00	\$80,394.00
13-103-1064	M1037A98	98	522	\$78,000.00	\$78,000.00	\$56,886.00
13-103-1065	M1037A99	99	522	\$78,000.00	\$78,000.00	\$56,886.00

Silvercrest Garner Farms protested to the Board of Review that the assessments were not equitable as compared to like properties in Davenport and that the properties were assessed for more than the value authorized by law under Iowa Code sections 441.37(1)(a)(1) and (2). It claimed the actual combined parcels' value was \$3,654,312, allocated \$795,600 to land value and \$2,858,712 to improvement value. The Board of Review denied the petitions.

Silvercrest Garner Farms then appealed to this Board re-asserting its claims.

Deborah Davis, on behalf of Silvercrest Garner Farms, testified the parent company of the properties owns three buildings at this location, which operate as a senior living campus. She stressed Silvercrest Garner Farms did not have a nursing component and therefore was not a Continuing Care Retirement Community. Davis reported the subject properties were classified commercial by the Assessor through the 2011 assessment when they were converted to condominiums. The classification was changed to residential for the 2012 assessment year. According to Davis, she anticipated the properties' assessments to increase by 15% to 16% from 2011 to 2012 with the classification change based on industry findings. (Exhibit 5). The assessments collectively increased by 29%. (Exhibit 11-revised). Davis voiced concern that an income approach would inflate the market value of the properties by including revenue for services as opposed to revenue from the real estate alone. She estimated the real estate revenue was less than 25% of the total revenue based on her knowledge.

Davis provided a list of 2010 through 2012 apartment sales both commercial and residential properties and the sale price per unit. (Exhibit 3). She adjusted the sale prices for age and made a 16% upward adjustment for commercially classified properties. Detailed information about these properties and sale conditions was not provided. It does not appear these properties are comparable to the subject properties, the adjustments were minimal, and most importantly, none of the units were individually sold. For these reasons, we give this data no consideration.

Silvercrest Garner Farms asked this Board to rely on its decision in *Independence Creek, LP v. Polk County Board of Review*, Docket No. 07-77-0309. (Exhibit 2). This decision related to the assessed value of a commercially classified property that included senior assisted living units. The property was one commercial parcel, not 62 residential condominium parcels. Because of the significant differences between the Silvercrest Garner Farms properties and the *Independence Creek* property, we see no relevance of that decision to the subject properties' appeals.

Silvercrest Garner Farms also asserts Iowa Code 441.21(1)(d) requires equalization because there is a variance of more than 5% in value when compared to the assessment of another assisted living property in Scott County. Bettendorf Fountains Assisted is located at 3742 Thunder Ridge Road in Bettendorf. (Exhibit 3). Bettendorf Fountains Assisted collectively consists of 68 senior assisted living units in a building that is highly similar to Silvercrest Garner Farms and was built in 2006. Based on photographs Davis provided, the Fountains property appears very similar in design and construction to Silvercrest Garner Farms. Like the subject property, the Fountain units are residential condominiums. Garner Independent II apparently totaled the assessment of all 68 separately assessed parcels in the Bettendorf Fountains Assisted to arrive at the assessment it compares for its section 441.21(1)(d) analysis. Similarly, it uses the total of all 62 parcels assessments in Silver Garner Farms. Because Iowa statutes require each condominium to be separately assessed, the comparison made by Silvercrest Garner Farms cannot be used to support its equity/equalization claim under section 441.21(1)(d).

Silvercrest Garner Farms also provided two articles on topics of senior housing, long-term care, and congregate care facilities valuation. (Exhibits 6 & 7). An article by the National Investment Center entitled "The Case for Investing in Seniors Housing and Long Term Care Properties with Updated Properties" states, "In reality, seniors housing and care investments are both business and real estate, as are retail and hotel property investments." (Exhibit 6, p. 11). Valuation of this type of real

estate is difficult because income from housing is not typically broken down into a real estate component and a services and/or care-giving component. (Exhibit 6, p. 29). According to the article, the real estate value of seniors housing cannot be easily separated from the operating business of providing services and care. (Exhibit 6, p. 29). Additionally, the percentage of costs paid by residents for housing and services changes dramatically for each senior housing type – from mainly housing in independent living units to mainly services and care in skilled nursing facilities. (Exhibit 6, p. 29). It is estimated that in assisted living units approximately 65% of revenue is for services and 35% for housing. We note this is significantly higher than the amount of income derived from the real estate suggested by Davis (25%).

In “Assessing Congregate Care Facilities: A Unique Problem in Valuation,” David Wallery states that determining how much of a business entity’s value is tangible real estate value and how much is business value is an important issue. (Exhibit 7, p. 270). Wallery comments the housekeeping and food services, and activity planning provided are labor intensive and the profit earned is attributable to the business, not to the tangible real property. (Exhibit 7, p. 270). He cautions that failure to distinguish between business income and the tangible property’s income may result in overassessment of the real property value. (Exhibit 7, p. 270). He also reports there are unique super-adequate features that add to construction costs, and the risk and uncertainty of the extended period for lease-up or sellout reduces the income of these properties. (Exhibit 7, p. 271). Wallery comments on the difficulties presented by each of the three approaches to value. Of particular note, Wallery identifies many of the difficulties inherent in using the sales approach to value these properties and concludes that similarly configured apartment building sales may be used as a proxy for the sale of a congregate care facility. (Exhibit 7, p. 272). While these articles are informative and interesting, they do not provide specific information related to the valuation of the Silvercrest Garner Farms properties.

Davis also explained facilities revenue reported in real estate investment trusts (REITs) typically includes combined revenue from the real estate and all services. REITs are companies that own, and in most cases, operate income-producing real estate. (Exhibit 8). This leads to a recognition that the income and sales comparison approaches cover the value of both tangible and intangible assets and consider the operating characteristics of the business. According to Davis’ testimony and her reference to portions of a sample Health Care REIT master lease, 90% of the revenue reported by a REIT must be attributable to the real estate under Internal Revenue Code requirements.

An appraisal by David Mark Nelson of Roy R Fisher, Davenport, Iowa completed for Silvercrest Garner Farms collectively valued the properties as of January 1, 2010. It was excluded based on relevance.

Appraiser Ranney Ramsey, Nelsen Appraisal Associates, Inc., Urbandale, Iowa completed an appraisal for the Board of Review valuing the subject as of January 1, 2013. (Exhibit D). Ramsey’s report included three appraisals of buildings on the same senior living campus: Garner Independent One, a 24-unit independent living building; Garner Independent II, a 57-unit independent living building; and the subject property, Silvercrest Garner Farms. He collectively valued the Silvercrest Garner Farms properties at the “going concern” value of \$6,265,000, excluding personal property. Ramsey did not value the units individually or otherwise allocate value to the units. Ramsey’s developed all three approaches to value and his value conclusions are summarized below.

Approach	Ramsey Appraisal
Sales	\$6,700,000
Income	\$6,300,000
Cost	\$5,400,000
Final	\$6,700,000
Less Personal Property	(\$435,000)
Final	\$6,266,000

Ramsey stated that he did not consider it appropriate to value the individual condominium units. In his opinion, the condominium form of ownership was probably motivated by favorable tax treatment rather than as a means of selling individual units. He reports the individual units are not offered for sale and none of the units have ever been sold in the history of the property.

In his sales approach, Ramsey used seven sales of senior housing properties, independent living and assisted living. He testified REITs own the majority of institutional investment property and they want newer, bigger, well-performing properties. He did not use apartment sales because they do not provide services and are not similarly designed. He used values per-square-foot of rentable space, not gross area for analysis of all his sales, although the facilities include substantial non-rentable common areas. Ramsey testified he valued the entire 3-building, senior campus as a going concern then allocated value to each building, but not each condominium parcel. Based on 33,544 square feet of rentable space at an adjusted sales price per square foot of \$200, Ramsey estimated a going concern value for the subject by the sales comparison approach of \$6,700,000 (rounded).

Ramsey considered 100% of the revenue, including services revenue, as rent. He allotted \$7000 per unit for personal property and did not exclude any other tangible or intangible property or business value. Ramsey calculated the net operating income of \$670,125 for Silvercrest Garner Farms and used a capitalization rate of 10.67% to arrive at his income value of \$6,300,000 (rounded).

Ramsey developed the cost approach using the Marshall Valuation Service category for independent living using the gross building area. He valued the land by reviewing seven vacant land sales purchased for senior housing properties in Iowa between 2006 and 2013. He determined a value for the site of \$600,000 and for the improvements of \$4,770,034, and concluded a value by the cost approach of \$5,400,000 (rounded).

Davis was critical of Ramsey's appraisal because two of the sale properties were sale-leasebacks, a multiple parcel sale with REIT value allocations, included assisted living, memory care

and skilled nursing facility sales, four of the seven properties were classified commercial, and it contains an acreage error. His cost approach used 20-foot ceiling height construction when the property has 9-foot ceiling height which incorrectly inflated the improvement value. He used the Des Moines cost multiplier in error, rather than the Davenport multiplier.

Tom McManus, Deputy Assessor for the City of Davenport, testified on behalf of the Board of Review. He testified the assessment was developed using the Iowa Real Property Appraisal Manual for the improvements and the land values were set using a unit rate derived from the Assessor's annual land sales review. (Exhibit C). McManus allocated the land values and common area improvements by the percentage of each condominium unit's interest in the common areas in the horizontal regime.

According to McManus, the 29% increase in the Silvercrest Garner Farms assessment was the result of a combination of a market adjustment factor and because of the classification change. In his experience, the standard increase attributed to the application of the residential rollback in conversion property is 17% to 22%. He testified the Bettendorf Fountains Assisted's property assessment increased roughly 6% after conversion, while an increase of roughly 16% would be in line with Davenport increases. The property assessment developed by the Assessor's office complies with the statutory requirements of Iowa Code sections 499B.10 & 11(1) by individually valuing each condominium parcel, considering the improvement and its fractional share of land and common area. For this reason, the assessment is the only useful evidence in the record of the subject properties' market value as of January 1, 2013.

Conclusions of Law

The Appeal Board has jurisdiction of this matter under Iowa Code sections 421.1A and 441.37A. This Board is an agency and the provisions of the Administrative Procedure Act apply. Iowa Code § 17A.2(1). This appeal is a contested case. § 441.37A(1)(b). The Appeal Board

determines anew all questions arising before the Board of Review, but considers only those grounds presented to or considered by the Board of Review. §§ 441.37A(3)(a); 441.37A(1)(b). New or additional evidence may be introduced. *Id.* The Appeal Board considers the record as a whole and all of the evidence regardless of who introduced it. § 441.37A(3)(a); *see also Hy-vee, Inc. v. Employment Appeal Bd.*, 710 N.W.2d 1, 3 (Iowa 2005). There is no presumption the assessed value is correct. § 441.37A(3)(a). However, the taxpayer has the burden of proof. § 441.21(3). This burden may be shifted; but even if it is not, the taxpayer may still prevail based on a preponderance of the evidence. *Id.*; *Richards v. Hardin County Bd. of Review*, 393 N.W.2d 148, 151 (Iowa 1986).

In Iowa, property is to be valued at its actual value. Iowa Code § 441.21(1)(a). Actual value is the property's fair and reasonable market value. § 441.21(1)(b). Market value essentially is defined as the value established in an arm's-length sale of the property. *Id.* Sale prices of the property or comparable properties in normal transactions are to be considered in arriving at market value. *Id.* If sales are not available to determine market value then "other factors," such as income and/or cost, may be considered. § 441.21(2). The property's assessed value shall be one hundred percent of its actual value. § 441.21(1)(a).

Iowa Code sections 499B.10 & 11(1) provide that each individual apartment located in a building committed to a horizontal property regime shall constitute for all purposes a separate parcel of real property. The statute requires that each apartment and its respective fractional share of the land and general common elements be separately valued and assessed. Under this provision, the property assessments cannot be on the entire horizontal property regime combined but must be specific to the individual units. *See Dinkla v. Guthrie County Bd. Of Review*, No. 05-1662, 2006 WL 2422170, at *453 (Iowa App. Aug. 23, 2006). The subject property is committed to a horizontal property regime and must be valued according to sections 499B.10 & 11. Consistent with *Dinkla* and the valuation method prescribed by Iowa law, Silvercrest Garner Farms bears the burden of showing the individual

condominium units are either inequitably assessed or over-assessed. Silvercrest Garner Farms cannot meet its burden by simply showing the market value of the entire Silvercrest Garner Farms complex.

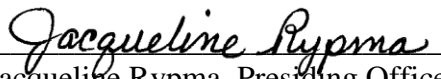
Silvercrest Garner Farms argued the subject property must be equalized under Iowa Code section 441.21(1)(d). This section provides for equalization of closely adjacent property in adjoining assessing jurisdictions where there is a variation of five percent or more and no adequate reason exists for the variation. Silvercrest Garner Farms alleged this section requires its assessments be reduced to equalize them with the Fountains Assisted facility located in Bettendorf because the total of the Fountains' assessment is more than five percent lower than the subject. Silvercrest Garner Farms used an inappropriate method of adding together all the individual condominium unit values in each property location for comparison. It has not shown that the individual condominium units require equalization. For this reason, we need not decide whether the two locations satisfy the definition of "closely adjacent" nor reach the merits of their equalization argument.

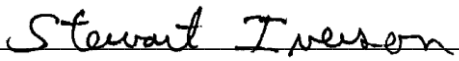
In an appeal alleging the property is assessed for more than the value authorized by law under Iowa Code section 441.37(1)(a)(2), the taxpayer must show: 1) the assessment is excessive and 2) the subject property's correct value. *Boekeloo v. Bd. of Review of the City of Clinton*, 529 N.W.2d 275, 277 (Iowa 1995).

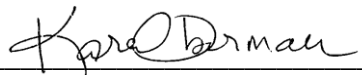
Silvercrest Garner Farms failed to provide comparable sales evidence or other evidence to show the fair market value of the individual parcels in this consolidated appeal to support its over-assessment claims. The only evidence in the record that provides an individual value for each condominium, including its fractional share of land and common areas, are the parcel assessments developed by the Davenport City Assessor. Therefore, we find a preponderance of the evidence does not prove the Silvercrest Garner Farms properties are over-assessed.

THE APPEAL BOARD ORDERS that the January 1, 2013, assessments as determined by the City of Davenport Board of Review are affirmed.

Dated this 4th day of August, 2014.


Jacqueline Rypma, Presiding Officer


Stewart Iverson, Board Chair


Karen Oberman, Board Member

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